MAY 25 1995

Before the FEDERAL COMMUNICATIONS COMMISSION Washington, D.C. 20554

In the Matter of)
)
Preparation for International) IC Docket No. 94-31
Telecommunication Union World)
Radiocommunication Conferences)

To: The Commission

DOCKET FILE COPY ORIGINAL

RESPONSE OF THE AMERICAN RADIO RELAY LEAGUE, INCORPORATED TO JOINT SUPPLEMENTAL REPLY COMMENTS

THE AMERICAN RADIO RELAY LEAGUE, INCORPORATED

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SUMMARY

The American Radio Relay League, Incorporated (the League), the national association of amateur radio operators in the United States, submits its response to the pleading entitled "Joint Supplemental Reply Comments" filed on or about May 18, 1995 by eight entities professing to be representative of the interests of the Non-voice, Non-geostationary Mobile-Satellite Service (NVNG MSS). The joint supplemental reply comments were filed relative to the Second Notice of Inquiry (the Second Notice), FCC 95-36, 60 Fed. Reg. 8994, released January 31, 1995.

The effort by the joint parties to develop a new allocation plan for NVNG MSS is, given the timetable for adoption by the Commission of a final allocation plan for WRC-95, prejudicial and unfair to the incumbent users of the bands targeted by the joint parties. They have had adequate time to prepare and submit a specific allocation plan in this proceeding; one which had been refereed by the various working groups on which the MSS proponents participated. They were not able to prepare an acceptable plan within that time, and instead, at the last minute, merely chose frequency bands and proposed them without substantial justification at all. They submitted this plan only after the time when the plan could be subject to review by incumbents. The pleading contains new material, and should be either dismissed or the issue held over until a later competent WRC, so that a proper analysis of MSS allocations below 1000 MHz can be made.

As to the choice of 420-422 MHz, the Commission could not, on the basis of the compatibility information provided in the joint pleading, make any decision at all. Significant use is being made by amateur radio operators of the 420-422 MHz band for ATV operation and for fixed repeater links, and NVNG MSS operation is not compatible with this use. Nor can these repeaters be moved easily, due to the significant amateur operation higher in the 420-450 MHz band.

Therefore, the American Radio Relay League, Incorporated requests that the Commission not make any specific recommendations at WRC-95 with respect to the frequency allocation plan set forth in the joint pleading, and further that the 420-422 MHz band be omitted from any allocation plan which might be adopted for NVNG MSS.

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To: The Commission

RESPONSE OF THE AMERICAN RADIO RELAY LEAGUE, INCORPORATED TO JOINT SUPPLEMENTAL REPLY COMMENTS

The American Radio Relay League, Incorporated (the League), the national association of amateur radio operators in the United States, by counsel, hereby respectfully submits its response to the pleading entitled "Joint Supplemental Reply Comments" (herein referred to as the "joint comments") filed on or about May 18, 1995¹ by eight entities (herein referred to as the "MSS proponents" or the "joint parties"), professing to be representative of the interests of the Non-voice, Non-geostationary Mobile-Satellite Service (NVNG MSS). The joint comments were filed relative to the Second Notice of Inquiry (the Second Notice), FCC 95-36, 60 Fed. Reg. 8994, released January 31, 1995.² The Second Notice

The pleading was not received by counsel for the League until May 22, 1995.

The deadline for filing reply comments in this proceeding was extended by the Chief, International Bureau, by Order, DA 95-421, released March 6, 1995, to and including April 14, 1995.

addressed technical, regulatory and procedural matters related to the WRC-95 agenda and solicits information to assist the Commission in preparing United States proposals for future conference agendas. In response to the joint comments, the League states as follows:

I. Procedural Issues

1. The League is dismayed at the timetable utilized by the parties; they filed their "supplemental reply comments" May 18, 1995 in a proceeding in which reply comments were due on or before April 14, 1995. While this is an "open" proceeding, the MSS proponents have had a significant amount of time within which to firm up their proposals for MSS allocations for WRC-95. Now, at a time when the Commission is finalizing its position for WRC-95, and long after the comment date and the extended reply comment date, the MSS proponents have come up with an allocation proposal for MSS never before enunciated, and to which no other party in this proceeding, nor affected parties not heretofore involved, have had any procedural opportunity to respond. This, coupled with the extremely short time before the Commission must finalize its Report and Order in this proceeding, makes it appear as though the MSS proponents have unfairly filed their proposal late in this proceeding so as to make it impossible for others to submit any criticism to their inadequately supported allocation plan for NVNG MSS.3

³ In fact, it would appear that the MSS proponents had, by the time of the last IWG-2 meeting, no acceptable candidate MSS bands because inadequate studies had been done to establish any, and because of the inability of MSS proponents to establish an acceptable allocation plan with NTIA. Neither were any MSS

2. Notwithstanding the Commission's determination that this is an open docket, it would be manifestly unfair to adopt the allocation plan put forth in the Joint Supplemental Reply Comments, since the plan set forth therein is, in numerous respects, new material not heretofore propounded by the parties, or anyone else, in this proceeding. It is hornbook Commission law that new matter may not be raised for the first time in a reply pleading, as it is clearly inequitable to deprive interested parties of the opportunity to respond to the substance of such new material. Oklahoma Press Publishing Company, 1 FCC 2d 952, 6 RR 2d 350 (1965); Industrial Business Corp., 26 RR 2d 1447 (Rev. Bd. 1973). Furthermore, the joint supplemental reply pleading is not even permitted by the Commission's Rules. According to Section 1.415(d) of the Rules, no additional comments, other than comments and

allocations agreed upon by the time of the CPM-95 preparatory meeting. So, the real reason for this last-minute effort by the MSS proponents is that they were not prepared at the relevant time to go forward with an allocation plan. It would appear, therefore, that the only acceptable means of proceeding, since the Commission cannot responsibly advocate the instant plan without further notice and comment rule making, would be to defer consideration of MSS allocations at WRC-95 pending further study. The only reasonable means of proceeding is to complete necessary studies before making allocation decisions, rather than the other way around.

⁴ There is no discussion of the 420-450 MHz band in the Second NOI anywhere, save for footnote 90, which discusses frequency separation between uplink and downlink channels, and asks whether an allocation in the 380-400 MHz range for one transmission direction with a companion allocation in the 420-450 MHZ range should be considered. The NOI suggested that parties should identify any such possibilities. No one did during the comment or reply comment phase of this proceeding.

replies provided for in the Notice, may be filed unless specifically requested or authorized by the Commission. Section 1.430 of the Rules makes this provision applicable to Notices of Inquiry as well as Notices of Proposed Rule Making. The joint parties did not even request authority to file these late supplemental reply comments.

3. The parties attempt to pave the way for the impermissible filing by suggesting that "the parties" indicated in previous reply comments that there were ongoing efforts underway to identify the optimal frequency bands below 500 MHz for NVNG MSS use. That is indeed true; however, these earlier efforts were unsuccessful in that the allocation plans were not completed by the end of the IWG-2, TG 8/3 or CPM-95 meetings, and the product of their work at the time was not accepted by those groups. The MSS proponents could not even finish in time to have their recommendations in the IAC report. The result is that the instant allocation plan comes too late in the Notice of Inquiry cycle for WRC-95 to give incumbent licensees and others time to conduct technical studies. What the joint parties have done, therefore, is to place the burden of their inability to prepare a timely, workable allocation plan onto those radio services which would be disrupted severely by allocations. These supplemental reply comments do not report on ongoing studies or work in process; rather, they identify, for the very first time, a wish list of specific bands already allocated to other services. They attempt to justify those allocations, scarcely before the Commission must determine its positions going into WRC-

- 95. The supplemental reply comments are a supplement to nothing. Rather, they consist of entirely new material, and newly claimed frequency bands. Any allocation change proposed by the MSS proponents requires significant further study, and the input of those radio services affected by the proposal in the joint pleading. To do otherwise would amount to an "allocate first, and study feasibility after the allocation is made" procedure, which is, a priori, a poor approach. Indeed, since the sharing studies that would be required have not been performed in the United States, nor by the ITU-R study groups, the bands at issue, should be deferred until WRC-97.
- 4. Accordingly, the joint parties have no right at all to submit the supplemental pleading; the filing of the pleading is procedurally, fundamentally unfair and prejudicial to a number of government and non-government radio services which are allocated those bands; and for the Commission to consider the proposals substantively deprives those licensees in the bands included in the MSS "wish list" of any significant opportunity to rebut the erroneous and unsupported allegations and weak engineering support which permeates the joint pleading. The League urges that the joint pleading be dismissed immediately and not substantively considered by the Commission in finalizing its proposals for the 1995 World Radiocommunication Conference. If the parties seriously intend to advance the specific allocation proposals contained in the joint pleading, they should do so openly and candidly, and they should be willing to defer the proposals until after the requisite sharing

studies are performed, rather than attempting to make them at the last minute, and to persuade the Commission to adopt them without any significant justification.

II. The 420-422 MHz Band is Ill-Suited for NVNG MSS

- 5. Aside from its terminal procedural infirmities, the joint pleading fails utterly to justify most of the frequency allocations it seeks for NVNG MSS. The parties are apparently relying on the nature of MSS systems and protocols as a means of avoiding interservice, co-channel interference. However, the joint pleading fails to address the interaction between MSS uplinks, for example, and the specific uses of other radio services already in the candidate bands. The analysis of other uses of the bands is woefully incomplete; indeed, with respect to the 420-422 MHz band, there is no engineering analysis at all, and it is impossible, on the face of the pleading, to determine or predict the extent of interaction between NVNG MSS and incumbent users, under the joint parties' proposal.
- 6. For its Service Uplink proposals, the joint parties suggest, inter alia, the allocation of two megahertz at 420-422 MHz. Of this, the sum total of the interference analysis offered by the joint parties is as follows:
 - ...Second, this band contains some intermittent mobile users with which NVNG MSS FDMA systems can share successfully. Third, while this band contains radios for drones, it is believed that drone radios operate on an intermittent basis allowing for successful sharing. Finally, the 420-423 MHz band is currently being considered by Canada as an uplink band for the NVNG MSS. (footnote omitted).

The 420-430 MHz band is allocated nationally on a primary basis to government fixed and mobile radiolocation systems (see Footnote G2) and remote operation of drones at various test ranges. Non-government users include the amateur service on a secondary basis and the land mobile service in limited locations, i.e. 50 mile radius of Detroit, Cleveland and Buffalo.

Within the 420-430 MHz band, there were about 217 Government Master Frequency ("GMF") assignments as of September 1991 distributed among various agencies including the Air Force, Army, Coast Guard, Department of Energy, NASA and Navy. (footnote omitted). Of these, 62 assignments are radiolocation with the remaining for various fixed and mobile services. The distribution of GMF assignments with geographical coordinates in this band is contained in Figure 1. The majority of the assignments (62) are for low power remote control (telecommand) of drones. Although there is insufficient information on the exact location of frequencies used by any of the systems in the band, it is believed that NVNG MSS systems can share with drones.

Joint Supplemental Reply Comments, at 12-13.

No further mention is made in the pleading of the use of the band by the Amateur Service, or by the land mobile services above Line A. The engineering exhibit attached to the joint pleading is silent with respect to the 420-422 MHz band, or incumbent users. There is thus absolutely no indication as to the possibilities of sharing as between NVNG MSS uplinks on the one hand and amateur or land mobile uses on the other, and no serious effort at establishing compatibility between NVNG MSS and government uses in the band.

7. The Amateur Service makes significant use of the 420-422 MHz segment, and it is believed that any MSS use of the band will seriously disrupt amateur television, and amateur television repeater operation in that segment. The League's current Repeater Directory database includes 72 fixed Amateur Television (ATV) repeaters operating with inputs at 421.250 MHz, and outputs higher

in the 420-450 MHz band. Such repeaters are in place and operating in Illinois, Arizona, Florida, New York, Alabama, Alaska, Arkansas, Colorado, Delaware, Georgia, Indiana, Iowa, Kansas, Kentucky, Louisiana, Minnesota, Missouri, Nebraska, North Carolina, North Dakota, Ohio, Pennsylvania, Puerto Rico, South Carolina, Tennessee, Texas, Wisconsin and Utah (see Exhibit A, attached). These are only the published ATV repeaters, and the list is not exhaustive. In addition to television repeaters, and the various amateur stations that use them, there are fixed links to control and link other types of repeaters in the 420-450 MHz band and in other bands. These are normally not publicly listed by the control operators of the repeaters.

- 8. It is apparent that the choice of 420-422 MHz for MSS service uplinks would be seriously disruptive of existing amateur television repeater facilities, which are constructed at great personal expense by radio amateurs and which are deployed routinely in emergency and public service activities. Most recently, amateur television facilities have been used by amateur volunteers in fire control and spotting activities in Northern California. Amateurs have also assisted law enforcement and public safety personnel with these systems in metropolitan areas.
- 9. Furthermore, to the extent that any reallocation of the 420-422 MHz band would force amateur television repeater systems to relocate in higher segments of the 420-450 MHz band (the upper

⁵ It is estimated conservatively that twenty users per ATV repeater are active at a given time period.

portions of which are significantly loaded with amateur narrowband, satellite and voice repeater operation) there would be an insufficient frequency separation between the input and output channels of the ATV repeaters. Therefore, any reallocation of the 420-422 MHz band would have the effect of forcing ATV repeaters off the air entirely.

10. These considerations, and the complete failure of the joint parties to even attempt to justify the allocation in terms of sharing possibilities, makes the 420-422 MHz band a uniquely poor choice for NVNG MSS. There is, from the perspective of the MSS users, no unique suitability of this segment, as opposed to any other segment in the vicinity of 410-420 MHz, for MSS uplink spectrum. Footnote 21 of the joint comments states that "the parties have also identified the 416-418 MHz band as an alternative for uplink spectrum. The 410-420 MHz band is allocated for government non-military fixed and mobile use. The parties...are willing to consider any frequencies within that range that may be deemed more suitable for sharing by NTIA." Therefore, from the point of view of the MSS users, other segments below 420 MHz would be sufficient for NVNG MSS uplink spectrum. The joint comments do not assess adequately alternatives to the proposed allocations, and that requires further study as well.

III. Conclusions

11. This eleventh-hour effort by the joint parties to develop a new allocation plan for NVNG MSS is, given the timetable for adoption by the Commission of a final allocation plan for WRC-95,

highly prejudicial and unfair to the incumbent users of the bands targeted by the joint parties. They have had plenty of time to prepare and submit a specific allocation plan in this proceeding that was refereed by the various working groups on which they participated. They were not able to prepare an acceptable plan within that time, and instead at the last minute merely chose some frequency bands and proposed them without any justification at all. They submitted this plan only after the time when the plan could be subject to review by incumbents. The pleading contains new material, and should be either dismissed or the issue held over until a later competent WRC, so that a proper analysis of MSS allocations below 1000 MHz can be made. As to the choice of 420-422 MHz, the Commission could not, on the basis of the compatibility information provided in the joint pleading, make any decision at all. The foregoing illustrates that significant use is being made by amateur radio operators of the 420-422 MHz band for ATV operation and for fixed repeater links, and NVNG MSS operation is not compatible with this use. Nor can these repeaters be moved easily, due to the significant amateur operation higher in the 420-450 MHz band.

Therefore, the foregoing considered, the American Radio Relay League, Incorporated respectfully requests that the Commission not make any specific recommendations at WRC-95 on the frequency allocation plan set forth in the joint pleading, and further that

the 420-422 MHz band be omitted from any allocation plan which might be adopted for NVNG MSS.

Respectfully submitted,

THE AMERICAN RADIO RELAY LEAGUE, INCORPORATED

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May 25, 1995

EXHIBIT A

Partial Listing of Amateur Television Repeaters in the Band 420-422 MHz

ILLINOIS					
DECATUR Decatur NORTHEAST	421.250	439.250	KD9D	o	CIATVU
Des Plaines	421.250	439.250	KB9FO	oe15734	KB9FO
440					
ARIZONA					
PHOENIX METRO Shaw Butte	421.250	434.000	KS8J		AATV
FLORIDA					
EAST CENTRAL Cocoa	421.250	434.000	K4ATV	BBS, NASA Select	LISATS
NEW YORK					
EAST CENTRAL Cobleskill	421.275	+	WA2ZWM	oal	SARC
500					
ALABAMA					
Gadsden/Hensley Mt Huntsville Muscle Shoals	421.250 421.250	439.250 439.250	K4BFT W4JNB	oe	WD4FEQ HARC MSARC S-D ARC
Selma Webb	421.250 421.250	439.250 439.250	KI4SC N4RNO	o wx	HC EMA
ALASKA					
INTERIOR Fairbanks	421.250	439.250	KL7GNG	o ATV	KL7GNG
ARKANSAS					
LITTLE ROCK Little Rock NORTH CENTRAL	421.250	439.250	N5NQW	0	N5NQW
Harrison	421.250	439.250	K5YWL	0	K5YWL
COLORADO					
BOULDER Boulder COLORADO SPRINGS	421.250	1277.250	WAONHD	oATV	BCARES
Colorado Spr	421.250	911.250	WAOYWV	oATV	RamprtHVN
DELAWARE					
WILMINGTON Wilmington	421.250	439.250	КСЗАМ	ol Hor Pol	KC3AM

FLOR	IDA
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CENTRAL Orlando	421.250	434.000	KO4QJ	atv	KO4QJ
NORTH CENTRAL Ocala	421.250	434.000	K3AAF	atvoel	SSRC
NORTHEAST	421.230	434.000	KJAAI	atvoct	331,3
Jacksonville NORTHEAST CENTRAL	421.250	434.000	N4KWC	TSC AT VIDEO	CATS
Daytona Beach SOUTH	421.250	434.000	K4BV	atv	DBchARA
Miami WEST CENTRAL	421.250	434.000	KB4YXT	ATV NTSC olx	KA4ZAY
Citrus Springs ARC	421.250	434.000	WA4PEQ	oATVr	Sky High
Largo	421.250		AJ1R	oATV	AJ1R
Largo	421.250	1277.250		oATV	AJ1R
Largo	421.250	434.000	AJ1R	oATV	AJ1R
GEORGIA					
Atlanta/Bell#	421.250	434.000	W4ZTL	0	MATPARC
Brnswk/Jekyll		439.250	KB4PXX	0	KB4PXX
Daiton ATV#	421.250	1265.000		0	
Savannah	421.250	434.000	KK4TO	0	CARS
INDIANA					
Anderson#	421,250	923.250	N9DEZ	atv sync 15734	N9DEZ
Anderson#	421.250	1277.250		atv sync 15734	N9DEZ
LaPorte	421.250	439.250	K9JSI	oe	LaPorteAR
AWO					
DAVENPORT					
Davenport	421.250	439.250	WBOBIZ	video xWx	QCATVC
Davenport	421.250	910.250	WBOBIZ	video	QCATVC
DUBUQUE					
Dubuque	421.250	439.250	KAOJAW	HzSync e CD	SPEC-COM
NORTHWEST	/24 2F0	/70 250			Windows and
West Bend	421.250	439.250	NOQQT	video e	VidSvcsLtd
KANSAS					
SOUTH CENTRAL					
Wichita	421.250	439.250	KDOCY	0	ICUC-UHF-TV
KENTUCKY					
Elizabethtown	421.250	439.250	W4BEJ	0	LINCOLN TRAIL
LOUISIANA					
BATON ROUGE					
Baton Rouge	421.250	439.250	WB5JLZ	o ATV	BRATS
NEW ORLEANS					
New Orleans SHREVEPORT	421.250	439.250	WDOGIV	o ATV	WDOGIV
Shreveport	421,250	439.250	WB5NLF	oelWx ATV	NW LA ATV
MINNESOTA					
MDIC-CT DAIN					
MPLS-ST.PAUL Mpls/ATV	421.250	439.250	KB0GL	atv l 910.25 input	MPLSFSTV
Mpls/ATV	421.250	910.250	KBOGL	atv	MPLSFSTV
• •					

MISSOURI	
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COLUMBIA/JEFFERSON Columbia	421.250	434.000	WDODVG	or	CenMOFScn
SOUTHWEST Joplin ST LOUIS	421.250	439.250	WOTOR	0	WOTOR
St Louis	421.250	923.250	KD0L0		KD0L0
NEBRASKA					
OMAHA Omaha	421.250	434.000	WBOCMC	o syncxz	WOWT
NEW YORK					
ELMIRA/ITHACA Ithaca	421.250	439.250	AF2A	ATV	TCARC
NORTH CAROLINA					
Charlotte Greensboro#		439.250 434.000		0	W4PPN/W1RP K4AZA
NORTH DAKOTA					
SOUTHEAST Harwood	421.250	439.250	NONNR	atv	NONRR
ОН10					
ALLEN Lima GREENE	421.250	439.250	WB8ULC	oATV VIDEO	NWOh i oARC
Xenia	421.250	434.000	KB8GRJ	AM ATV	KB8GRJ
PENNSYLVANIA					
LYCOMING Williamsport	421.250	439.250	K3QFW	ATV	K3QFW
PHILADELPHIA Phila/Ch Hill	421.250	439.250	W3PHL	ATV	PARA
PITTSBURGH Pgh/Hazelwood	421.250	910.250	WA3PBD	0	GFMA
SOUTHWEST Acme	421.250	439.250	W3PVH	0	LHVHFS
PUERTO RICO					
EAST Humacao	421.250		KP4DGW	o ATV (e)	
SOUTH CAROLINA					
Lexington	421.250	439.250	N4GUP	0	N4GUP
TENNESSEE					
Knoxville Nashville Pulaski	421.250	439.250 439.250 439.250	KJ4ZQ	o o o	
TEXAS					
Abilene Austin Beaumont	421.250	439.250 1253.250 439.250	W5VDS	ATV ATV ATV	KCARC AATVC
Cedar Hill Elmo Tyler	421.250	1277.250 439.250	KC5NQ W5EEY	ATV ATV ATV	NTSC

WISCONSIN

NORTH CENTRAL

 Wausau
 421.250
 434.000
 AD9W
 o e l aural + 4.5
 RMATS

 Wausau
 421.250
 923.250
 AD9W
 oel vidfm aud+4.5
 RMATS

 Wausau
 421.250
 1250.000
 AD9W
 oel vidfm aud+4.5
 RMATS

2000

UTAH

#STATEWIDE

#Statewide 421.500 pk node intertie 96 UPRA

CERTIFICATE OF SERVICE

I, Margaret A. Ford, Office Manager of the law firm of Booth, Freret & Imlay, do certify that copies of the foregoing RESPONSE OF THE AMERICAN RADIO RELAY LEAGUE, INCORPORATED TO JOINT SUPPLEMENTAL REPLY COMMENTS were mailed this 25th day of May, 1995, via U. S. Mail, postage prepaid, first class, to the offices of the following:

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